OLL 83-2332/1 24 October 1983

MEMORANDUM FOR THE RECORD

SUBJECT: Congressional Concerns with State Department

Pay and Allowance Structure

REFERENCE: OLL 83-2332, dated 27 September 1983, Subject:

Danger Pay Allowance as Authorized in the FY 1984 State Department Authorization Bill

SUMMARY: The Senate Foreign Relations Committee will conduct an in-depth review of the Foreign Service Act of 1980 early next year. This review will incorporate serious Committee concerns with the Department's pay and allowance structures. The Secretary of State is directed to accomplish an independent position classification audit. The Agency needs to sort out its equities ahead of time rather than react to this important Senate review. We learned our lesson once—in 1980. The Overseas Pay issue resulted.

- l. As you are no doubt aware, the Senate has just passed the State Department Authorization Bill after lengthy review and debate. The referent memorandum, which dealt with the issue of "danger pay", advised of Senator Edward Zorinsky's (D., NE) concern about the Department's allowance authorities and about Senator Charles H. Percy's (R., IL) agreement to thoroughly review same in 1984.
- 2. The attached copy of the 20 October 1983 Congressional Record evidences Senator Jesse A. Helms' (R., NC) concern about high Department salaries. Senator Helms' Amendment (No. 2382) was passed and thereby gives legal force to his concerns. The Amendment, you will see, directs the Secretary of State "...to conduct an independent position classification audit of a significant portion of Foreign Service positions in the agencies employing the Foreign Service Personnel System." Senator Helms is also concerned about the Foreign Service ratio of supergrade to non-supergrade employees—one in ten, which he declares is significantly in excess of other federal agencies and departments.

3. The same Congressional Record indicates that the Senate Foreign Relations Committee (of which Senators Zorinsky, Percy, and Helms, are members, and Senator Percy chairs) will be conducting an in-depth review of the Foreign Service Act of 1980, in early 1984. A complete Agency review of this action would, it seems to me, be appropriate. The Offices of Personnel and Legislative Liaison, and the Special Support Assistant to the Deputy Director for Administration (SSA/DDA), at a minimum, should participate. The Agency needs to be on top of this action rather than unaware of it, as was apparently the case in 1980. A kick-off meeting, probably chaired by the SSA/DDA, in early November 1983 would probably be useful. I will accomplish the initial round of coordinations.

Liaison Division
Office of Legislative Liaison

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Attachment As stated

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LD/OLL: gg (25 October 1983)

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October 20, 1983

## CONGRESSIONAL RECORD SENATE

S 14315

Mr. WILSON. I thank my distinguished friend, the Senator from-South Carolina

Mr. MATHIAS. Mr. President, yield back my time on the bill.

Mr. DECONCINI. Mr. President, the minority leader yields back his time on the bill.

The PRESIDING OFFICER. All time has been yielded back.

The question is on the engrossment and third reading of the bill.

The bill was ordered to be engrossed for a third reading and was read the third time.

The RRESIDING OFFICER. The bill having been read the third time, the question is. Shall the bill pass? On this question, the year and nays have been ordered and the clerk will call the roll.

The legislative elerk called the roll.

Mr: EASP (when, his name was called). Present.

Mr. BAKER. I announce that the Senator from Kansas (Mr. Dole), the Senator from Minnesota (Mr. Duren-BERGER), the Senator from Washington (Mr. Evans), the Senator from Arizona (Mr.: GOLDWATER), the Senator from Florida (Mrs. HAWKINS), the Senator from Alaska (Mr. MURKOWSKI), and the Senator from Alaska (Mr. Stevens), are necessarily absent.

I further announce that, if present and voting, the Senator from Kansas (Mr. DOLE), would vote "yea."

Mr. BYRD. I announce that the Senator from California (Mr. Cran-STON), the Senator from Connecticut (Mr. Dodd), the (Senator from Louisiana (Mr.: Johnston) the Senator from: Louisiana (Mr. Long), are necessarily absent.

The PRESIDING OFFICER LS there any other Senator in the Chamber who desires to vote2

The result was announced-yeas 86, nays 2, as follows 一方面の

[Rollcall Vote No. 308 Leg.] YEAS 86 Abdnor Grassley The Nickes Hart Nunn Armstrong Pack-wood Hatfield: Baker! Pell · -Baucus -Hechi Percy Bentsenzie Bellin : Pressler Heinz Helms Biden Proxmire 1 Bingaman Pryor Hollings.... Boren ∵...: Quavle Huddleston . Riegle : West Bradley: Humphrey Roth Bumpers Inouve Rudman Jepsen - 🖄 Sarbanes Byrd --Kassebaum Sander Chafee-Kasten Simpson Chiles-Kennedy Specter Lautenberg Cochran-Stafford d Laxalt 👵 Stennis D'Amato Leahy Danforth evin Thurmond DeConcini Tower Dixon Mathias Trible~ Domenic Matsunaga Tsongas Eagleton attingly Waliop Exon McClure\_ Warner: Ford delcher Weicker Garn Messenbaum Wilson Glenn Mitchell Zorinsky Moynihan 4 - NAYS Denton ~ Randolph

ANSWERED PRESENT Fast NOT VOTING Long Goldwater Dodd Hawkins Stevens Durenbérger Johnston

So the billing 1970) was passed, as follows: 1725 (N. S. 1970

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled. That section 6103 of title 5. United States Code, is amended by adding at the end thereof the following new subsection:

(d)(1) The Congress finds that

"(A) the cost of the growing number of legal public holidays to the Federal Government has become prohibitive; and

"(B) outstanding individuals, events, or movements deserving of national recognition by legal public holidays should be commemorated in other appropriate manners.

"(2) Legal public holidays under this sec-

tion shall be limited to ten in number.".; 💨 Mr. WILSON. Mr. President, I move

to reconsider the vote by which the bill was passed.

Mr. MATHIAS. I move to lay that motion on the table.

The motion to lay on the table was agreed to.

## DEPARTMENT OF STATE ಸಮಾರ್ಚ**AUTHORIZATIONS**≱ ಪ

The PRESIDING OFFICER. The Senator from North Carolina is recog-

Mr. HELMS. Mr. President, what is now the pending business?

audit of positions in the Foreign Affairs

Mr. HELMS. Mr. President, I send on whether these salaries are justified. an amendment to the desk and ask for a its immediate consideration. -- -

The PRESIDING OFFICER. The amendment will be stated.

The bill clerk read as follows:

The Senator from North Carolina (Mr. HELMS) proposes an amendment numbered 2382.

Mr. HELMS. Mr. President, I ask unanimous consent that further reading of the amendment be dispensed والمناور والمعارض والمناورة

The PRESIDING OFFICER. Without objection, it is so ordered. 🙉 💢 🚌

The amendment is as follows:

Page 24 after line 19 insert the following: 'The Secretary of State, with the concurrence of the Director of the Office of Personnel Management, shall provide for an independent position classification audit of a significant portion of Foreign Service positions in the agencies employing the Foreign Service personnel system. The study, the results of which shall be reported to the Congress, shall take expressly into account job factors relating to service abroad and to the compensation practices applicable to United States citizens employed abroad by United States corporations; and shall include conclusions on the pay comparability of For

rying similar responsibilities and requiring similar expertise and experience."

Mr. HELMS. Mr. President, I shall have three amendments which have been cleared on both sides. I believe the leadership will accept all three of them, so I will not consume much time.

This amendment orders the Office of Personnel Management to conduct a study of the pay comparability of the Foreign Service with the Civil Service to assure that Foreign Service pay and civil service pay meet the criteria of justice, that is, equal pay for equal work. The Foreign Relations Committee will be conducting an indepth review of the Foreign Service Act of 1980 early next year, and I believe the information developed by the. study will prove invaluable for the Senate's consideration of proposed amendments to that act.

I have been concerned for some time with the apparently high salaries of the Department of State. Out of approximately=10,000 - employees=there are -1,000 at the supergrade level, and ratio that is unheard of in any others? executive branch agency. For instance, = the Department of Agriculture has a program that is 20 times larger thanthe State Department, has 10 times has many employees, and yet gets by with a fourth of the number of senior executive-service-level officers. The Treasury also has 10 times as many employees, but less than half the number of senior-level employees. Surely, there may be some justification for the discrepancy between State 's The PRESIDING OFFICER S. Department and all the other execu-1342 tive branch agencies in its pay policies. AMENDMENT NO. 2382 But I believe that Congress should be Purposes To direct a position classification able to benefit from the unbiased. opinion of the Office of Personnel: -State not Management in making the decision-

> Mr. PERCY. Mr. President. I support the amendment. I know of no objection on this side.

Mr. PELL. I also have no objection to this amendment. I believe it is a ? good amendment and well drafted.

Four years ago, a study of pay comparability between the Foreign Service and the Civil Service was conducted, at a congressional behest, by Hay Associates, one of the leading pay comparability consulting firms in the world.

Hay concluded that officers in the middle ranges were underpaid as compared with civil service employees. Attention

The new salary schedule, established by the Foreign Service Act of 1980, addressed this problem and sought to bring to the Foreign Service schedule in line with that of the Civil Service.

There now appears to be concern in. this body about the composition and . pay scale of the Foreign Service. In view of this concern, I think that the amendment that Senator HELMS has: offered is useful.

The Foreign Relations Committee will be conducting a review of the 1980 eign Service and Civil Service positions car. Foreign Service Act early next year. A

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study of the present situation would .... greatly assist the committee in its to reclasse the vote by which the General for USIA and makes that In-

The PRESIDING OFFICER. Is there any further discussion on the amendment? If not, the question is on agreeing to the amendment of the Senator from North Carolina.

The amendment (No. 2382) was greed to:

Mr. HELMS. Mr. President, I move to reconsider the vote by which the amendment was agreed to

Mr. PELL I move to lay that motion on the table. A THEOREM

The motion to lay on the table was agreed to.

-TE ANTEDMENT NO. 2383

The PRESIDING OFFICER The with amendment will be stated. The PRESTOING OFFICER. With

The Senator from North Carolina (Mr. HILMS) proposes an amendment numbered 2383 the following:

unanimous consent that further read = be earmarked for the employment of 20 proing of the amendment be dispensed fessional internal auditors for the United

out objection, it is so ordered States Information Agency during Fiscal Year 1983."

The amendment is as follows: "SEC. Paragraph (1) of section 2 of the

At the end-of title 2 and the reliowing. Inspector General act of 1970 is amended new section.

by adding other Small Business Administrated under the provisions of this title shall mation Agency.

be used for lobbying or propaganda which is mation Agency.

Mr. HELMS. Mr. President, the directed to influence public policy decisions amendment before us deals with a of the Government of the United States or amendment before us deals with a

lem which has arisen in the case of Section, an Office of Inspections, and some USIA grantees. These grantees a Security Office, recently, Director often consider it their duty to lobby Charles Wick instituted an internal the U.S. Congress on the basis of their Inspector General's Office as well. Un-political positions—something which fortunately, the management coordi-goes against the very grain of the Full nation and responsibility of these four bright-Hays' Act." The spirit and the sections have been I am afraid quite letter of that act as well as language chaotic, both before the present ad-contained elsewhere in the State bill; ministration and presently. It is clear, are unanimous in the judgment that Mr. President just because people are political characteristics are undesira career bureaucrats that does not ble in grantees of USIA. For this make them more qualified than Presireason, Mr. President, this amendment—dential appointees to carry out, any will make it clear that no grantee shall specific business. This is certainly the come to the Congress and lobby with case with the U.S. Information Agency money that Congress has authorized and its various internal audit function to be appropriated for funding that tions grantee: For that reason, Mr. Pesident, my Again, I believe the managers of the amendment requires that not less bill are willing to accept this amend-t than \$1 million in each of the coming

fully support it I know of nd objection Poreign Service Officers detailed to on this side. various internal assignments or other

there any further discussion on the fewer than 10 qualified auditors in amendment2. mendment? The question is on agreeing to the

amendment was agreed to.

...Mr. PERCY. I move-th-lay that motion on the table.

The motion to lay on the table was agreed to. - Programment Comment Comment

MENDMENT NO. 2384

Mr. HELMS. Mr. President, I send an amendment to the desk and ask for its immediate consideration.

The PRESIDENC OFFICER. The amendment will be stated.

The bill clerk read as follows:

The Senator from North Carolina (Mr.-HELMS) proposes an amendment numbered; the authors of the Inspector General 2384.

Mr. HELMS. Mr. President, I send unanimous consent that further read-an amendment to the desk and ask for ing of the amendment be dispensed its immediate consideration. Mr. HELMS. Mr. President. I ask

On page 25, line 11, insert after the period Mr. HEKMS Mr. President, I ask 1984 and \$1 million in Fiscal Year 1985 shall with the wind the state of the States Information Agency in excess of any The PRESIDING OFFICER With internal auditors employed by the United

At the end of title 2 add the following Inspector General Act of 1978 is amended

any state or locality thereof." The very basic requirement of USIA with Mr. HELMS Mr. President this regard to qualified professional audiamendment merely addresses a prob tors. Presently, the USIA has an Audit

ment: 2 fiscal years be carmarked for 20 pro-Mrs PERCY. Mr. Resident the fessional internal auditors for USIA amendment is a good amendment. I These should be in-addition to any Mr. PELL As far as I know, there is auditors of which the USIA has preno objection on this side... cious few—which were aboard during The PRESIDING OFFICER. Is fiscal year 1983. In fact, there are that Agency

The amendment also requires that The PRESIDING OFFICER. Withamendment of the Senator from the USIA conform to the Inspector out objection, it is so ordered.

North Carolina

The amendment (No. 2383) was this amendment acknowledges and application of page 48 and the followage of the investor of the investor of page 48 and the followage of the investor of the in

Mr. HE MS. Mr. President, I move Charles Wick to appoint an Inspector spector General or whatever Inspector General is appointed by the President under the Inspector General Act of 1978, subject to Senate approval, completely supported by the legislative description of the Inspector General's duties and qualifications...

> Mr. President, I think that these provisions will allow for a much more streamlined and professional conduct. of business at the U.S. Information. Agency.

Mr. PERCY. Mr. President, as one of Act, and having worked with Lawton. CHILES on this, and having oversight for a number of years every single time we do this it is one of the best investments we can make. Certainly I think an agency/whose budget is the The bill clerk read as follows:

Out objection; it is so ordered.

The bill clerk read as follows:

The amendment is as follows: should be proud to have internal auditing of this kind. I commend the distinguished Senator on this amendment. It will be a very cost effective

Mr. HELMS. I thank the Senator.

Mr. PERCY, I know of no oppositionon this side.

The PRESIDING OFFICER. The. Senator from Rhode Island is recog-

Mr. PELL This amendment is acceptable on our side

Mr. HELMS. I thank the Senator.

The PRESIDING OFFICER. Is there any further discussion on the 

The question is on agreeing to the: amendment of the Senator from North Carolina

The amendment (No. 2384) was agreed to.

Mr. HELMS. Mr. President, I move to reconsider the vote by which the amendment was agreed to

Mr. EXON. I move to lay that motion on the table with the age

The motion to lay on the table was agreed to.

AMENDMENT NO. 2385

(Purpose: To express the sense of the Congress regarding exports of nuclear-related equipment, "materals, or technology" to India, Argentine, and South Africa),

Mr. BOSCHWITZ. Mr. President, I send an amendment to the desk and ask for its immediate consideration.

The PRESIDING OFFICER. The amendment will be stated. = .

The legislative clerk read as follows:

The Senator from Minnesota (Mr. Boschwitz), for himself, Mr. Glenn, and other Senators proposes an amendment numbered. ALL SALES OF THE S

Mr. BOSCHWITZ. Mr. President, I ask unanimous consent that reading of the amendment be dispensed with.